

Outline For Talk on CIA Records Management Policies  
Support Services Course For Career Trainees  
8:30 A. M. 29 April 1966 - Room 401 Glebe

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This is a real pleasure to meet with you this morning. This is the third Support Service Course For Career Trainees that I have been invited to participate in and I am most grateful to your Chief Instructor, [REDACTED] for these invitations.

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*\* Books - Handouts -*

The subject of my discussion with you this morning, Records Management or Paperwork Management, is probably the most unromantic one in the world. It has little glamour and practically no sophistication. It is one which seldom produces a good story. However, here is one that is appropriate to our topic today ---

"A dedicated bureaucrat died and having been a model civil servant he went directly to heaven. When he met St. Peter he was told to report to the Logistics Supply Room to get his harp, his halo, his wings and his robes. The BSO was a most efficient person, he must have been from CIA and trained by <sup>A</sup>OTR; there was no waiting, - the correct sizes were in stock and the good bureaucrat was equipped immediately. When he returned to St. Peter for his assignment he told him how elated he was at the efficiency of the BSO and he said, "I didn't have to fill out a requisition or sign a receipt. - This is amazing". "But tell me," said the Bureaucrat, "what was going on outside of your office?" [REDACTED]

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Today, we are concerned about how fast we can get information. High Speed Computers are obsolete almost before they are completely installed; printing presses grind out paper faster and faster. These are the days of glamour gadgets and high cost hardware.

C A R D

Why Should You Be Interested in Records Management?

Despite this lack of sophistication in paperwork top management officials in both industry and Government are greatly concerned about the cost of creating and keeping the tremendous volumes of paper needed to conduct business today. Here is what J. Paul Getty, the world's richest man, said recently - "To my mind one of the really serious wrongs in American business today is the penchant for wallowing in welters of paperwork. Some Companies have literally hundreds of people keeping records on each other and passing office memorandums back and forth. Many times there appears to be more memo writers, filers, and readers than productive workers. The cost of this over administration is staggering, not only in salaries paid to paper shufflers, but in the general glow-down effect it has on all operations".

Records have received a lot of attention since 1949 when the Hoover Commission first dealt with this subject -  - the second Hoover Commission report <sup>in 1955</sup> increased interest in records management. These reports focused attention for the first time on the need for positive action to reduce the 4 Billion <sup>Federal</sup> Dollar annual cost of paperwork.

Positive action has been taken through the medium of paperwork management techniques and by their use substantial economies in office management have

made by many Federal agencies.

The Hoover Commission was responsible for the first legislation requiring an over-all Federal records management program - the Federal Records Act of 1950 - PL 754.

More recently Congress has expressed its concern about the high cost of Federal paperwork. Congressman Olsen of Montana has held extensive hearings to find out why Federal Agencies require so many costly reports from business concerns. He calls these requirements - the Federal Paperwork Jungle. The April 15 issue of Time Magazine carried a timely article entitled "The Foolscap Paradise" - this directs attention also to the excessive cost of paperwork.

President Johnson has requested the Cabinet to improve efficiency by requiring less paperwork. Here is what the President told a Cabinet meeting in December 1963 - "Cut out excessive paperwork - it breeds overstaffing." In February 1965 the President issued a moratorium on the buying of new filing cabinets. The moratorium has been successful and the President has extended it indefinitely. \* *Added - ON 20 April 1966 - The President - R*

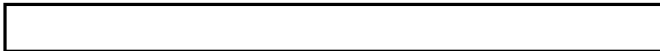
*The Contents of*  
The cost of creating records is high - \$16,726 for every four drawer safe. For the Agency this means almost 700 million dollars. *(see DDS Staff Meeting Speech)*

As a tax payer you are contributing \$100 of your tax money for this paperwork burden.

#### G R A P H

The Volume of records in the Agency is increasing - last year total holdings increased 12%. *over 1964* DDS records increased 9% in 1965. The cost of creating and keeping them amounts to

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The volume of paper per employee in the agency is 18 cubic feet - in the DDS area it is 11 cubic feet. <sup>DDP-112-222-34</sup> In contrast, the average is 2.6 for the entire Government and 3 for industry.

### C H A R T

What Is Records Management?

Basically, it is a management improvement technique. It is a specialized profession concerned with paperwork problems and practices.

It is not concerned with bits and pieces of paper and limited to filing or destruction. Instead we pay attention to the entire life cycle of paper from creation to cremation.

Creation - Forms-Reports-Correspondence

Use - Equipment-Systems-Supplies

Disposition Inventories - Schedules-Records Center


(ok NRIC speech)

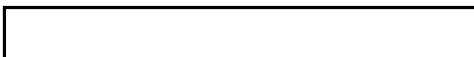
Records Management is emerging as a recognized profession and now there are 3 professional societies - ARMA - AREA - SAA. Industry depends on the professional records manager to solve paperwork problems.

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### C H A R T

Why Do We Need Records Management?

First - To save manpower.- I estimate that we require  people in the agency <sup>STAT</sup> just to file and keep the paper we hold. If we eliminate unneeded paper we can find what we want in our files easier, quicker and with less manpower. <sup>DDS?</sup>

Second - To Save Space.- I estimate that records absorb 35-40% of our useable space, about 300,000 sq. ft. 

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Third - To Control Growth - We create about 200 million pieces of paper every year and we collect a lot - last year over 18 million pieces. <sup>DDS?</sup>

Fourth - To Comply With the Law - Federal Records Act of 1950.

Fifth - To Protect Important Records - Those we cannot afford to lose by natural disaster or enemy action.

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*SIXTH TO SAVE MONEY* -

*Handled Out*

C H A R T

Authority - Who Is Responsible For Records Management?

The 81st Congress enacted P.L. 754 - The Federal Records Act

The Heads of Agencies are required by this Public Law to establish and maintain active records management programs.

The Administrator of GSA issues guides, standards and regulations - operates 16 Federal Records Centers and the National Archives.

Director of CIA responsible for establishing and maintaining a program - General Counsel's opinion.

Our Program -  - Decentralized. Each DD - Office Head.

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CIA Records Officer - guides, standards, advice, coordination.

Now let's look at each element of Records Management and see how the techniques they provide can help to improve efficiency.

C H A R T

Forms create a lot of paper - last year <sup>1.7</sup>~~53~~ million pieces from official forms. We spent almost <sup>6285866</sup>~~300~~ thousand dollars last year to print our official forms. This is a sizeable amount but it is only a fraction - 1/20th of the cost of processing them - filling them out, filing them and keeping them. So our bill for forms last year was <sup>5</sup>~~6~~ million <sup>717,320</sup> rather than <sup>785866</sup>~~300~~ thousand.

Our staff is concerned with such things as good design, the correct size and the proper paper for forms <sup>and no. of parts/copies</sup> Here are some illustrations - Design - Travel Order; Color of Paper - Cover Sheet for DDP.

*2574*  
The Agency has *2447* official forms. These concern almost every kind of function and activity imaginable, But for every official one there are at least 10 unofficial or "boot leg" ones.

*our*  
The forms surveys we do produce excellent results by eliminating obsolete and bootleg forms. *we also* To save storage space and improve over-all efficiency.

Procedural improvements are the best products however of our surveys.

Here is a good example - Hazel's O/P Project.

*Automation and FORMS Management - Chire - Finance*  
*PHS* Forms Management saves money. \$759,000. C H A R T

REPORTS MANAGEMENT - The objectives are the same as for forms. Better procedures and less paper.

Last year reports created 12 million pieces of paper at a cost of about 30 million dollars.

Our efforts have been limited to one survey in 1956 because of lack of professional talent. This one survey produced savings of \$25,000 and proved that this program pays dividends. But operating offices must now carry on a do-it-yourself program and Commo and Office of Logistics are doing this.

Its too easy to get reports these days from computers. They produce 100 feet of paper per day as contrasted to an inch a day by typewriter.

*Reports not too*  
The Office of Training has done something about this. They changed the reports of external training routing on ~~the report on training~~ and eliminated 3 pieces of paper for every report prepared. This *seemingly* relatively minor procedural change eliminates the filing and keeping of 22 thousand pieces of paper every year - the equivalent of 1½ safes. — and it saved *25,089 every year*

*Here is what you can do everyday:*

C H A R T

CORRESPONDENCE MANAGEMENT -

In this area we are concerned with a most important phase of our every day work. Communication - here is where we can make a good impression or a bad impression. The quality of our memorandums and letters, the promptness of our response and the general appearance of our correspondence are essential to good public relations and a favorable public image.

President Johnson has asked the Chairman of the Civil Service Commission to head up a Government wide program to improve the quality of communications. A steering committee in CIA consisting of [redacted] and [redacted] has been appointed, and a program is underway.

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Standard practices in correspondence are provided in the Handbook issued in 1954. It has been rewritten and is being coordinated.

We are concerned with the volume of paper created by correspondence and the cost, last year 8 million pieces - 12 million dollars - this is primarily memorandums and letters. When we add cables - about 17 million copies - and dispatches, another million copies - you can see that this is an area that requires attention.

We are making some progress by using short cuts in preparing correspondence. For many years letterex has helped by eliminating the assembling of carbons and paper, and form letters are being used to real good advantage by Logistics, the Office of Personnel and the Library. Form letters can be prepared for about 30 cents as contrasted to \$3.50 for dictated and individually typed correspondence.

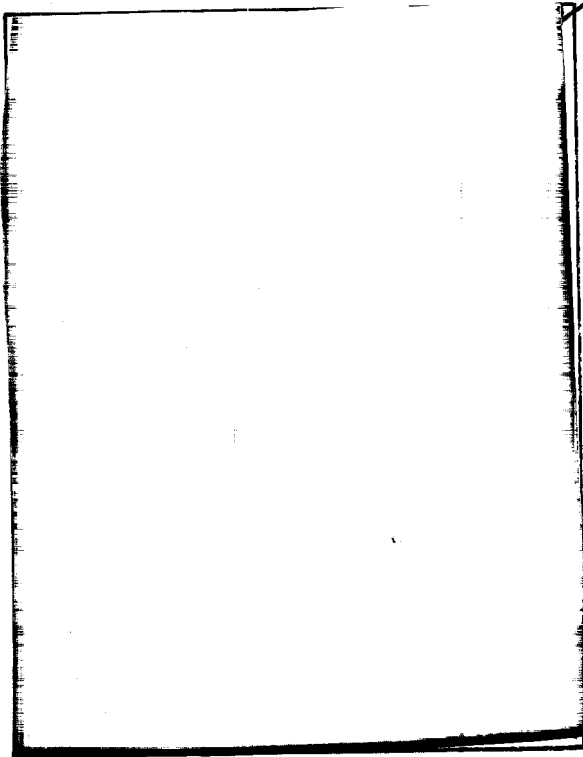
### III. STANDARDS

There are certain standards that all form letters should meet. When a form letter falls below these standards you get poorer quality and higher cost. When it rises above them you get a quality or savings bonus for exceptional performance.

The standards suggested below are not hard to live up to. They may not in all instances be suitable for the form letters with which you are concerned, but they will guide you in developing your own.

#### WHEN SHOULD YOU USE A FORM LETTER?

There are two tests to be made in deciding whether to use a printed letter. One test is for appropriateness; the other is for economy.



An inappropriate form letter - one that should not be printed - may result in damaged public relations. And obviously there is no advantage in printing a letter that can be typed at the same or at little additional cost.

The common standard shown here for appropriateness may be summed up in two words: good taste. For example, personal letters expressing appreciation are certainly in better taste when typed. And some Government agencies take a firm stand against printing letters that carry bad news of any kind.

An agency may have its own reasons for not printing letters on certain subjects. But routine informational and business letters can be printed by any agency without sacrificing good taste.

The common standard for measuring economy is based on a comparison of current typing and duplicating costs. In following the suggested formula, count only the lines in the body of the letter, but count partial lines as whole ones.

Fill-ins that must be typed or written in longhand in the body of a form letter add to the letter's cost. The monthly usage figures in the formula must, therefore, be increased when long fill-ins are required.



<p>DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE SOCIAL SECURITY ADMINISTRATION WASHINGTON, D. C.</p>		<p>IN REPLY REFER TO FILE NO. 15:D</p>
<p>Zone 25</p>		
<p>BUREAU OF PUBLIC ASSISTANCE</p> <p>Mr. Samuel C. Egerton 99 Main Avenue Centerville, California</p>	<p>A printed dot (.) makes an inconspicuous marking for the place to begin the address. The dot should be flush with the left margin and 2-1/4 inches from the top of the page.</p>	
<p>Dear Mr. Egerton:</p>	<p>With a completely typed salutation the letter takes on a more personal appearance.</p>	
<p>This is in response or his family. The President asks us to answer the requests for financial assistance, loans, clothing, medical care, household equipment, and other health and welfare of people.</p>		
<p>No Federal funds are available directly to people. The assistance programs, and the State decides who. In order that help may be more effective, the Federal Government shares in the cost of final groups of needy people--the aged, children, and the seriously disabled. These are programs of general assistance within the other groups and programs. I suggest, therefore, that you get in touch with your local public welfare office. If you need the help you seek, they would know the agencies in your community which can help.</p>		
<p>May I say that we are so glad to hear of your personal and hopeful reply.</p>		
<p>Sincerely,  D.</p>		
<p>PA-L522</p>		

Figure 3. THE PLAIN FORM LETTER

Our results from the Speed Letter and the Self Mailer have been tremendous. Logistics, Contacts, Security, NPIC and FBIS are some of the principal users. Here is how this works (EXPLAIN). Use of the Speedletter has increased from 3400 in 1962 over 61000 last year. *17 indout*

C H A R T

VITAL RECORDS -

The key to our vital records program is the Vital Records Deposit Schedule. Here is a typical one (Describe).

Our Vital Records Repository is in the same area as the Emergency Relocation Site and the Records Center. Our decision to do this in 1950 agrees completely with the same proposal of the Second Hoover Commission. The building is constructed to withstand normal damage from bombing and is equipped with the necessary security and natural disaster detection and protection systems. (Show Picture) X

We have an active program and through periodic tests conducted by agency offices we have improved our standards for selection of vital records and ~~the~~ for our day-to-day activities at the repository.

STAT  and I participate with GSA in their Record Management Seminars for Government officials several times a year and we see what industry and Government are doing. Our program is judged to be the best in the Federal Government.

C H A R T

Filing Systems - In this area we are concerned with the arrangement of papers

by uniform systems so they can be easily found. *Management is not interested in files as such - but it is very much concerned about the information that can be obtained from them, etc.*

A handbook (Show It) outlining Subject-Numeric Filing has been developed for administrative and operational files. There are  of STAT

this system. *There are in DSS.*

### Advantages On Use of Shelf Files

Saves Space - 40%

Saves Money - 65%

Saves Time - Decker, Tidy - 30%-35%  
Faster, Easier, Furling

When To Use Shelf Files:

In Navy & USN HBK's

Terminal digit is used for large volumes of numerical case files; the usual order of filing from left to right is reversed and filing is on the last digit or series of digits. Contacts Services uses this system and they have almost eliminated all misfiles. *Office Security in field*

Soundex is a system of assigning 3 digit numerical equivalents to certain letters of the surname. As a result names sounding alike but spelled differently are grouped together. For instance, Smith is always coded - 530 regardless of ~~spelling~~ spelling. Biographic Register uses this system.

C H A R T

✓ Filing Equipment - Now we have 6 standard types of cabinets and safes compared to 17 in 1952 -; result is procurements costs are lower and normal supplies can be maintained and provided. Also standard file folders of 9 kinds are provided instead of 54 different kinds in 1952.

Specialty Equipment - saves time, money and space - over \$500,000 saved from shelf files alone. *50% space - 50% cost* (Explain Conserva-File and Full Space). Show Shelf File Installations.

Moratorium - Results Government-wide \$ 3,367,000; CIA - \$56,467; Surplus to N.S.A. - *\* 11,000 -*

C H A R T

Records Disposition - is probably the most productive area in terms of tangible results. It is also the most difficult area because we must decide what to keep and what to destroy

There are recognized professional standards for guidance on retention and disposal. They concern legal requirements - historical and administrative values. A general guide on when to retire records from active office space, for instance, is based on references. If less than 1 per month per file

drawer, send the records to the Records Center.

The Records Control Schedule is the key to managing records disposition (Describe How It Works). GRAPH. Decrease in holding - explain. Increase in holdings - explain.

Show amount destroyed - Show amount Retired.

Discuss Reasons for Growth.

Copying Machines. 3<sup>9</sup> million pieces in one year. - Ford Motor Co. experience.

Computer - Parallel Systems.

Less Professional Records Management Time

Discuss percent permanent on CIA compared to all of Government and Industry.

Discuss USIB Disposal Agreement and Result - \$468,000 saved. Cumulative Savings - Ten Million Dollars.

#### C H A R T

Records Center - Here is where we keep the inactive and permanent records when they are retired from office space. While they are there we provide offices with reference service.

The Records Center cost the Agency [ ] Since it has been in operation it has received 175,918<sup>Index</sup> cubic feet - the equivalent of 21,971 file cabinets. Today we have 86,729 cubic feet in the Center. The balance have been destroyed.

Everytime we transfer 1 file drawer of records from office space to the Records Center we save \$118.30. Our Records Center shows operation a net profit of about 4 million dollars.

Just a few words about the future. We plan to move certain records to a new GSA Records Center [ ] next year. (Describe this in relation to USIB Community).

Surveys - These are done by invitation. We have completed a number, some in DDP - DDI - DDS&T, DCI and DDS areas. These are usually very productive. Here are the results of several typical ones.

Registry - DDP Area - 75% overtime eliminated.

DDI Contacts - 10,000 Hrs. of overtime eliminated, new filing system, space rearranged, equipment released.

The agency Records Management program is recognized by GSA standards as being one of the best in the Federal Government because we have a complete program that provides for the use of all elements to control paperwork and produce tangible results. I am proud that our program has given this agency over 15 million dollars in cumulative savings. See Chart. Handout

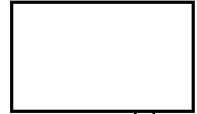
In conclusion, I want to quote one of the world's foremost authorities in the management field, Lyndale Urwick, who said this:

"Some paperwork, some records are essential.

Some men lie and all men die. The record becomes critical where these accidents occur.

It is also essential in all large scale organizations because men change posts and forget but it is only a record, a memory aid.

The big decisions get taken not on paper, but by men meeting face to face, who trust each other."



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*File: Speikes*  
*4/29/66*